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CENTRAL INTELLIGENCE AGENCY

Office of Congressional Affairs

Washington, D.C. 20505

Telephone: 351-6136

28 April 1986

TO: Mr. Charles Battaglia
Select Committee on Intelligence
United States Senate
Washington, D.C. 20510

Ma Courier

Dear Charlie:

Enclosed is the 1979 report of the National Academy of Public Administration and also some of the internal memos generated by it. I trust this will be useful in your survey of personnel matters. Please let me know if you have any questions.



FORM 2-86 **1533** OBSOLETE PREVIOUS EDITIONS.

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2 November 1979

MEMORANDUM FOR: Director of Personnel

FROM : NAPA Project Group

SUBJECT : NAPA Report on the CIA Personnel Management System

1. The Project Group has completed its assigned task to assess the NAPA Report and make implementing recommendations based on NAPA's observations and conclusions. This memorandum forwards our Report which is comprised of twenty-seven separate studies listed at Tab A. Additional studies related to the NAPA Report but assigned to other groups for action are listed at Tab B.

2. As a guide to the issues to be addressed, the Project Group used a paper prepared by the Office of Personnel that consolidated responses to the NAPA Report of all Agency components and Management Advisory Groups. This paper divided the NAPA findings into four major personnel management issue areas: a framework for the Agency personnel system; personnel selection and development; manpower planning, recruitment, and separation; and personnel program evaluation. The Project Group coordinator assigned individual topics to each Group member who then conducted appropriate research and interviews and prepared a first draft. After in-depth discussion among Group members, a second draft reflecting the Group view was presented to the Plans and Control Staff for review and comment. Subsequently, each issue paper was submitted to the Director of Personnel who conducted a review with all members of the Project Group. It was agreed among all concerned that no action was to be taken until the Group had completed all studies and had the opportunity to review the total package to assure compatibility of all recommendations. This has now been done.

3. We considered suggesting some rank order as a priority guide for consideration of our recommendations, but ultimately decided that from our vantage point this would be of marginal value. Of the twenty-seven issues addressed, however, there are several the Project Group views to be of major significance because of the far-reaching impact the proposed actions would have on the personnel management system. These are:

- °Flow-Through Policy
- °Low Three Percent Out Concept
- °Competitive Evaluation Panels
- °Decision-Making Role of Panels
- °Evaluation Panel Functions
- °Personnel Management Evaluation Program
- °Authorities of the Director of Personnel

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4. The Project Group has over the past four months examined the Agency's personnel management system with an intensity and from a perspective not normally associated with our individual Directorate responsibilities. Unanimity of views on the intent of some NAPA observations or what recommendations should be made did not come easily at times. In general, however, consensus melded smoothly as occasional parochialism dwindled in favor of commonality of Agency interest. Several of the issues identified by NAPA seemed in our view to be related primarily to the Operations Directorate, although NAPA presented them as Agency wide issues. This caused some problems for the Project Group in its effort to examine each issue in an Agency wide context. Consequently, there were moments when we considered recommending the DO be recognized as an "unique" organization with a mission and personnel situation very much different from the rest of the Agency, and that it should be allowed to operate under its own set of personnel management guidelines. We ultimately rejected this concept as not being in the best interest of all employees, also concluding that it would work counter to a continued nurturing of a "one-Agency." With this consideration put to rest, the central theme for all the Group's recommendations became consistency in approach to personnel management but with provision for some flexibility of application by line management.

5. There is one issue the Project Group would like to address here that indirectly captured our attention in the early course of examining the NAPA Report coverage and other documents on career development and promotional opportunities, and continued to be a topic of conversation throughout our assignment. Our concern is over what appears to be a creeping tendency within the Agency to view promotions during one's career as a process without end. There seems to be an attitude among some employees that once a person reaches a certain level of achievement--be it at the professional journeyman, senior secretary or top clerical level--opportunity for future promotion should continue to be provided, based on longevity and a record of demonstrated hard, satisfactory work even if there is no attendant increase of responsibility. We see reflections of this attitude in recommendations from various quarters to up-grade certain clerical positions, to establish elevated master journeyman grades as well as senior analyst positions at the supergrade level, and even to make promotions that result in PRAs. This apparent attitude on promotion, moreover, seems to be encouraged by management pronouncements that set annual promotion targets, talk of seeking ways to increase headroom and promotional opportunities and encourage all employees who meet promotion standards to expect satisfactory career progress.

6. Management intentions are not in doubt on this matter; they are to encourage excellence and provide continuing opportunity for career development (with promotion as one aspect). This is a worthy goal that indeed should be pursued. We feel, however, that in the process a level of expectation with regard to promotions is being generated that cannot be met in most instances, especially at a time of shrinking manpower resources and money restraints.

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7. We suggest that management, along with its deliberations on the Project Group's report on the NAPA study, give attention to this matter. We recommend consideration be given to providing--in appropriate Personnel Management Regulations, Notices, Directorate Handbooks, EOD orientations, etc.--information to employees on what constitutes reasonable career aspirations and what obligation the Agency has to provide opportunity for meeting these personal goals. The elements of competitiveness, excellence and potential--not just headroom or longevity--should be stressed as key factors for selection beyond the journeyman level to senior positions.

8. The Project Group wants to take this opportunity to express its appreciation for the excellent support provided by officers in the Office of Personnel. Requested computer runs and historical files were promptly provided, and the review process at all levels was most constructive. This has been a rare opportunity for non-personnel careerists to become involved in a task the outcome of which will impact on every employee in the Agency. Our hope is that the Project Group Report provides positive and practical means of action (including maximum flexibility for line management) for implementing the recommendations of the NAPA Study. We are pleased to concur in the NAPA finding that "the CIA's basic personnel system is sound--one which most Federal agencies would envy for its flexibility and its potential for responsiveness to management needs" . . . and that "Indeed, the Agency components have been served well by the present system." We would hope that contrary views among some employees--although they certainly should be considered--be measured in this context.

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TAB A

Issues in NAPA Report Addressed
by the NAPA Project Group

A Framework for the Agency Personnel System:

Scope and Limitations of the DCI's Authorities
Criteria for Changes
Personnel Policy - Approval and Publication of
Regulations
Authorities of the Director of Personnel
Role of Personnel Officers
OP Focal Point for Component Personnelists
Office of Personnel Operational Activities
"E" Career Service

Personnel Selection and Development:

CT Selection and Placement
Vacancy Notice System
Movement Into Professional Ranks
Occupational Career Systems
Rotational Assignment Policy
Competitive Evaluation Panels
Decision-Making Role of Panels
Evaluation Panel Functions
Uniform Precepts for Panels
Labeling Positions as Professional and Clerical

Manpower Planning, Recruitment and Separation:

Flow-Through Policy

Personnel Reductions

Low Three Percent Out Concept

Non-Competitive Transfers

Agency's Obligation to Employees

Personnel Program Evaluation:

Personnel Management Evaluation Program

Costs of Personnel Administration

Personal Rank Assignments

LWOP for Employee Spouses

Issues in NAPA Report Being Addressed by Other Groups

- ° Set Guidelines on Use of Classification Act Standards - OP/PMCI
- ° Shorten Recruitment Process - IG Staff
- ° Establish System to Resurface Applicant Files - IG Staff
- ° Eliminate Overlap in Employee Orientation - OP, OTR, O'S
- ° Redesign APP - OP, ODP
- ° Redesign PDP - OP
- ° Develop Executive Program - OP - SIS Support Staff
- ° Determine Data Needs - OP
- ° Develop Uniform Qualification Standards - Selection Guidelines Task Force

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5 NOV 1979

MEMORANDUM FOR: Deputy Director of Central Intelligence

FROM: Harry E. Fitzwater
Director of Personnel

SUBJECT: NAPA Project Group Report

1. I am pleased to forward the final report from the NAPA Project Group. The report addresses most recommendations concerning the Agency's Personnel Management System made by the National Academy of Public Administration.

2. Accompanying this report is an overview memorandum from the Project Group to me, which describes the Group's efforts during their four-month study period and makes some general observations on parts of the Agency's Personnel Management System. I find this memorandum interesting and informative.

Harry E. Fitzwater
Harry E. Fitzwater

Attachments

Distribution:

Orig - Adse

1 - ER 1 - DCI

1 - DD/OP/P&C

1 - D/Pers Subj File

1 - D/Pers Chrono

OP/P&C [redacted]; kav

5 Nov 79

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5 November 1979

MEMORANDUM FOR: Deputy Director for Administration
Deputy Director for National Foreign Assessment
Deputy Director for Operations
Deputy Director for Science and Technology
Director, Equal Employment Opportunity
Comptroller
General Counsel
Legislative Counsel
Inspector General *D/f-R*


FROM: Deputy Director of Central Intelligence

SUBJECT: NAPA Project Group Report

1. In accordance with the decision reached at the Executive Committee Meeting on 5 June 1979, the Director of Personnel was charged with forming a task group to study the NAPA Team's recommendations. This task group, with representation from each of the four Directorates, was established on 27 June 1979. The group has now completed its deliberations and the Director of Personnel has forwarded to me the final report for decisions on its findings. The task group's report, containing 27 issue papers with recommendations, is attached.

2. It is requested that you review the report and its recommendations and submit any comments you may have to the Director of Personnel by 15 November 1979. I intend to schedule the major issues for consideration by the Executive Committee as soon as practicable after receipt of your comments.

STAT


Frank C. Carlucci

Attachment

MEMORANDUM FOR: Deputy Director for Administration
Deputy Director for National Foreign Assessment
Deputy Director for Operations
Deputy Director for Science and Technology
Director, Equal Employment Opportunity
Comptroller
General Counsel
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Frank C. Carlucci

Attachment

~~SECRET~~FOREWARD

Subsequent to component review of the report on The CIA Personnel Management System prepared by the National Academy of Public Administration, a NAPA Project Group was established on 27 June 1979 under the Director of Personnel at the direction of the DDCI. The task of this Group was to assess the findings, observations and conclusions of the NAPA Study, and to make recommendations for implementation. Twenty-seven issues were addressed. The Project Group, comprised of one senior officer from each of the Agency's four Directorates and a coordinator from the Office of Training, completed its task on 2 November 1979. Members of the Group did not coordinate this report with their respective Directorates. While fact finding and interviews were conducted Agency wide, appropriate research, in-depth review and consultation were accomplished within the Office of Personnel. The views and recommendations in this Report, however, were independently developed by the Project Group. The Group papers are presented under four major personnel management issue areas developed by the Office of Personnel:

- ° A Framework for the Agency Personnel System
- ° Personnel Selection and Development
- ° Manpower Planning, Recruitment and Separation
- ° Personnel Program Evaluation

PROJECT GROUP MEMBERS

DDA
S&T
, OTR

NFAC
(Secretary)

2 November 1979

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~~SECRET~~THE NAPA PROJECT GROUP REPORTTABLE OF CONTENTSA Framework for the Agency Personnel System:TAB

Scope and Limitations of the DCI's Authorities	A
Criteria for Changes	B
Personnel Policy - Approval and Publication of Regulations	C
Authorities of the Director of Personnel	D
Role of Personnel Officers	E
OP Focal Point for Component Personnelists	F
Office of Personnel Operational Activities	G
"E" Career Service	H

Personnel Selection and Development:

CT Selection and Placement	I
Vacancy Notice System	J
Movement Into Professional Ranks	K
Occupational Career Systems	L
Rotational Assignment Policy	M
Competitive Evaluation Panels	N
Decision-Making Role of Panels	O
Evaluation Panel Functions	P
Uniform Precepts for Panels	Q
Labeling Positions as Professional and Clerical	R

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Manpower Planning, Recruitment and Separation:

Flow-Through Policy	S
Personnel Reductions	T
Low Three Percent Out Concept	U
Non-Competitive Transfers	V
Agency's Obligation to Employees	W

Personnel Program Evaluation:

Personnel Management Evaluation Program	X
Costs of Personnel Administration	Y
Personal Rank Assignments	Z
LWOP for Employee Spouses	AA

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